



States of Jersey

Financial Direction

Travel and Accommodation

With effect from: 14th March 2017

FD2

1. Introduction, legislation and background

This financial direction has been issued by the Treasurer of the States under Article 34 of the Public Finances (Jersey) Law 2005 (hereafter referred to as “the Law”). Mandatory requirements of financial directions must be complied with. Failure to follow them may lead to disciplinary action or, in extreme cases, an offence being committed under Part 7 of the Law.

This financial direction applies to all States funded bodies as defined in Part 1 of the Law and applies to Accounting Officers and officers directly involved in booking or undertaking travel for business reasons met from public funding.

The Code of Practice: Travel and Expenses, issued under the Employment of States of Jersey Employees Law 2005, requires compliance with this financial direction.

The States of Jersey Human Resources Department ‘Code of Conduct’ provides guidance on how States staff should behave in their day-to-day work, including guidance on claiming expenses. The Code of Conduct also makes reference to accepting gifts and hospitality. Officers are reminded to complete departmental gift and hospitality registers where appropriate.

Patient travel is outside the scope of this direction.

For the purposes of this financial direction, travel includes the following – which are bookable through the States’ corporate contract (HRG):

- Flights
- Accommodation associated with travel
- Trains (including Gatwick Express but excluding the London Underground)
- Off-island Car Hire
- Ferry

The direction includes requirements for claiming taxi fares and London Underground travel as expenses, which cannot be booked via the corporate booking system (HRG). The direction also includes guidance on what other expenses are claimable.

In addition to the requirements set out in this financial direction, Financial Direction: Expenditure (currently financial direction 5.1) sets out the general requirements in relation to the use of approved corporate suppliers and on the use of purchase cards.

Departmental travel policies may be issued in order to support compliance with this financial direction and any relevant HR policies and codes. Departmental policies are only permitted to strengthen the controls in this financial direction, not to dilute them. As with departmental schemes of delegation, departmental travel policies must be approved by the Treasurer of the States.

Users of this financial direction should refer to other financial directions, Treasury instructions and Treasury policies that are relevant. Specifically this includes:

- Managing Budgets
- Expenditure

2. Risks addressed by this financial direction

The following list identifies risks which this financial direction is intended to treat and reduce in terms of likelihood and impact.

- Travel may not represent good value for money. For example:
 - Travel may not be necessary.
 - Too many officers may be travelling.
 - Travel and accommodation may not be booked at lowest cost.
 - Travel and accommodation may not be booked sufficiently early.
 - Not acting in accordance with the Code of Conduct.
 - Selecting flights to earn personal loyalty points.
- Travel may not be appropriately authorised and booked. For example:
 - Booking outside of policy and the corporate contract.
 - Inexperienced staff booking complex travel online.
 - Inadequate instructions being given to HRG.
 - HRG users not being adequately trained.
- Travel costs may not be adequately reported. For example:
 - Expenditure not being adequately reported to budget holders, managers and CMB.
 - Inadequate exception reporting of bookings outside of policy.
- Poor value for money and/or unnecessary travel may damage the reputation of the States of Jersey.

3. Principles

These principles are expected to be followed by all staff. Any departures from them must be documented by departments and justified to any person or body scrutinising their actions. They are expected to act as a guideline for conduct and behaviour if a detailed rule on a particular set of circumstances is not available.

- 3.1. Staff must remember that they are spending public money and are therefore expected to exercise prudence when planning trips off Island and making travel arrangements.
- 3.2. Trips off-island should be necessary, and undertaken by the lowest cost means that is practical.

- 3.3. Off-island travel should be for the benefit of the States, and any personal benefit must be incidental and properly declared.
- 3.4. Expenses claimed must be genuinely incurred, reasonable personal costs as a result of travel in line with allowances.
- 3.5. No officer can authorise his or her own travel.
- 3.6. Where practical travel off-island should be planned well in advance to minimise costs.

4. Requirements

For all requirements of this financial direction, where the direction stipulates “must” then the instruction must be followed unless an exemption has been approved, or exceptional operational circumstances apply (see below). Where the direction stipulates “should” then it is expected this approach is taken. Departments must retain evidence where an alternative approach is taken. Where it is discovered that a financial direction has not been followed after action has been taken then a breach form must be completed.

Planning and authorisation process

Unless exceptional operational circumstances apply (see below) all trips must be approved in advance.

For most trips approval must be sought in advance from the officer holding the budget from which the costs will be met.

However, as set out in this financial direction some travel requires approval directly by an accounting officer. In these instances approval can be delegated to any senior officer reporting directly to the accounting officer, except that no officer can approve his or her own travel. The same officer cannot approve as budget holder and accounting officer or delegate i.e. where this additional level of approval is required it must be by two different officers.

All travel by accounting officers themselves must be approved by another accounting officer or chief officer. Senior officers reporting to an accounting officer cannot authorise their own accounting officer’s travel.

In exceptional circumstances approval can be sought after travel takes place. In all cases departments should retain evidence of the reasons why authorisation was not sought. Retrospective approval must be sought from the budget holder, accounting officer or delegate depending upon the type of travel involved in accordance with this financial direction had the travel been authorised in advance. Exceptional circumstances will normally be where travel out of office hours is urgently needed and it would genuinely not have been practical to seek authorisation. It will also apply where an officer has an urgent need for

travel or accommodation when away from Jersey due to, for example, adverse weather conditions or traffic disruption. This provision will not apply where authorisation could have been sought earlier.

Pre-authorisation form

- 4.1. All travel must have a pre-authorisation form completed and approved in line with the departmental Scheme of Delegation (or accounting officer or delegate in certain instances as outlined below) – see guidance (5.14) for minimum requirements. An electronic form is available on MyStates. Departments are encouraged to use this where it is practically possible in order to meet the requirements of this financial direction. For some departments use of the electronic form is not possible or practical. In these cases an alternative system is permitted which must meet the requirements set out in the Guidance section.

Class of travel

- 4.2. All travel between Jersey, the UK and Europe must be at economy (or equivalent lowest) class unless otherwise authorised by the accounting officer or delegate. The accounting officer or delegate can approve business class travel in appropriate exceptional circumstances – see Guidance (5.16).

Long haul flights

- 4.3. All flights over six hours in duration (excluding the Jersey-UK leg) must be authorised by the accounting officer or delegate. The accounting officer or delegate can approve business class travel in exceptional circumstances – see Guidance (5.16).

Sea travel

- 4.4. Officers may travel by sea where it can be demonstrated that this is the cheapest option or that there is another good reason for doing so. This decision must be approved in advance in accordance with the departmental Scheme of Delegation.

Booking process

Except where otherwise provided for in this financial direction bookings must be made through HRG where HRG offers the travel required.

In exceptional circumstances bookings can be made direct with hotels, airlines, etc. without using HRG. In all cases departments must retain evidence of the reasons why bookings were not made through HRG. Exceptional circumstances will normally be where travel out of office hours is urgently needed and it would not have been practical to phone the HRG team. It will also apply where an officer has an urgent need to book travel or accommodation when away from Jersey due to, for example, adverse weather conditions or traffic disruption. This provision will not apply where booking could have been made earlier.

Bookings using BA On Business points are made by Corporate Procurement outside HRG.

Timely booking

- 4.5. Pre-authorisation should be sought and bookings made as soon as is reasonably practical after the need for travel has been identified.

Flexible tickets

- 4.6. Unless arrangements are likely to be changed before departure date a fixed ticket should be purchased. If no fixed tickets are available a flexible ticket may be booked but the reasons should be documented. Where travel is likely to be changed before the travel date, flexible tickets should be booked but pre-authorisation must be obtained from the accounting officer or delegate. As soon as travel is confirmed (i.e. not subject to change), the cost of a fixed ticket should be obtained and, if cheaper, any flexible ticket already booked should be redeemed and the fixed fare booked

Use of HRG

- 4.7. No officer is permitted to book travel using HRG without having received training from Corporate Procurement staff or a Super User (i.e. a User authorised by Corporate Procurement to carry out training) other than in exceptional circumstances, for example where an officer is away from Jersey and it is necessary to phone HRG out of hours. No officer is permitted to have more than one active HRG account.

Booking UK travel

- 4.8. References to the UK include Guernsey and the Isle of Man. Unless exceptional operational circumstances apply, all UK travel must be booked online using HRG unless it involves more than two legs or multiple travellers in which case the booking should be made by phoning or emailing the HRG team. In exceptional circumstances bookings can be made using the HRG phone service.

Booking travel beyond the UK

- 4.9. Unless exceptional circumstances apply, bookings for travel beyond the UK must only be made by phoning or emailing the HRG team. Bookers must contact Corporate Procurement to ascertain whether BA on Business points are available to be used for the flights. If so they should be used if this would result in lower cost to the department. Where a department has a requirement for frequent bookings outside of normal office hours then an alternative approach can be proposed in the departmental travel policy where agreed by the Treasurer of the States.

Personal loyalty points

- 4.10. Where officers accrue personal loyalty points from business travel they will be expected to make these available for future business travel where there are sufficient points to pay for a business trip. These bookings will need to be made outside of HRG but authorisation must still be sought in accordance with paragraph 4.1. Taxes and charges (which cannot be paid for using points) can be reclaimed as expenses.

Officers who travel more than 12 times in a financial year (or more than two international or business-class trips) must include any personal points accrued in the gift and hospitality register for their department.

Train travel

- 4.11. When taking the train, officers must travel in the cheapest available class, except where the purchase of a more expensive ticket has been approved. If a more expensive ticket is booked this must be approved by the accounting officer or delegate or in line with the departmental Scheme of Delegation and the request should be supported by good business reasons. Oyster cards may be purchased by departments and used for London Underground travel. Where contactless debit/credit payment (where no receipt is provided) is used for London Underground tickets, payments can be reclaimed through the normal expenses process utilising bank/credit card statements as evidence of expenditure

Hotel bookings

- 4.12. Hotel bookings must be made through HRG unless an exemption has been agreed by the Director – Strategic Procurement (or their delegate) or exceptional operational circumstances apply. UK hotel bookings should be made online. Bookings beyond the UK must be made by phoning or emailing the HRG team. Hotel bookings should be made at the same time the associated travel is booked. If, taking into account the traveller's reasonable needs, the cheapest available room night is not being booked there must be good reason to justify the more expensive option. The reason(s) should be documented and retained with the booking confirmation. Advance payment for hotels must only be made if there is no reasonable doubt that the travel will be undertaken. Where accommodation is included in the cost of a course or conference then the booking need not be made through HRG, nor the cost of accommodation separately coded.

Non-business travel

Extended travel for leisure

- 4.13. Any travel which includes extended stays for leisure should be authorised by the accounting officer or delegate, including weekend trips where business travel is on a Friday or Monday. This does not apply where an officer is travelling the day before a meeting or course and there is no accommodation cost to the States. This also does not apply where one leg of the travel (or half the

cost of the return travel) is met by the employee. Any additional costs as a result of the leisure element must be met by the individual. All bookings where the cost is being met by the States must be made through HRG unless otherwise provided for in this financial direction.

Family members

- 4.14. Staff are not permitted to book travel for family members through HRG and pay the difference personally. Travel for family members must be booked and paid for personally and outside of HRG.

Upgrading at own expense

- 4.15. An officer travelling on official States of Jersey business may book travel through HRG at a class above that authorised provided they pay the difference between the fares personally at the time of booking, e.g. between economy and business class, or between business class and club class. Staff can use personal loyalty points earned from personal travel for this purpose. Documentary evidence of any difference must be retained with the booking confirmation documentation. Departments should ensure that the information in JDEdwards relating to the reimbursement allows identification of the trip concerned.

Reporting

Recording travel expenditure in JDE

- 4.16. All departments must record travel expenditure using a standardised set of object accounts in line with guidance issued by the Treasury (see 5.15). Departments should ensure that lodge card information in JDEdwards allows identification of the trip concerned.

Publication of travel costs

- 4.17. All expenditure on either flights or hotels per individual over £500 will be published twice yearly by the Chief Minister's Department on the States website. This will redact names and any other sensitive data.

Exception report to accounting officers and CMB

- 4.18. Quarterly reporting will be carried out by Corporate Procurement to accounting officers in the first instance, then CMB, on travel booked through HRG in respect of the following:
- 4.18.1. bookings in excess of £500;
 - 4.18.2. breach or exemption forms completed; and
 - 4.18.3. options chosen that were not those recommended as lowest cost by HRG.

Expenses

Obtaining receipts

- 4.19. Unless there are extenuating circumstances (approved by the accounting officer or delegate), expense claims will only be reimbursed on the production of appropriate supporting documentation, e.g. a debit/credit card receipt and the associated itemised restaurant bill or hotel bill. Receipts must be obtained for all taxi fares and as part of the claim the officer must document the reason for the journey and why public transport was not used (see guidance below). Staff must not claim in respect of taxis for personal trips.

Claiming for incidental travel

- 4.20. The cost of public transport and/or taxis can be reclaimed for journeys to/from the airport/station and to/from accommodation and the place of work whilst away. Guidance in section 5.5 sets out when it may be appropriate for taxis to be claimable. Officers may use their own car to travel to and from the Airport and reclaim the cost of parking providing that the cost of doing so is cheaper than using a taxi or public transport, as appropriate.

Staying with friends and family

- 4.21. Where an officer chooses to stay with friends or family rather than in a hotel an allowance may be given if claimed. This must be approved in advance by the accounting officer or delegate. The maximum allowance claimable is £35 per night given the potential saving in accommodation costs to the States of Jersey. Where an allowance for staying with friends or family is claimed by an officer then subsistence allowances may not also be claimed. Travel costs may be claimed in line with the requirements set out in this direction. The total allowance and expenses claimed should be the most cost effective option (i.e. the cost of the allowance claimed for staying with friends plus the cost of additional travel associated with staying with friends or family should not exceed what a hotel would have cost).

Parking and driving fines

- 4.22. Parking fines, and any other driving fines, are not normally reclaimable and should be met personally by the officer incurring the fine. In exceptional circumstances (for example illness) the accounting officer may authorise reimbursement.

Subsistence

- 4.23. Subsistence allowances are to provide for meals (and light refreshments) which are not included in any charge for accommodation or event. The maximum subsistence and other expense amounts

normally claimable on production of receipts are included in guidance below. Any amounts claimed in excess of these limits must be approved by the accounting officer or delegate.

Travel by consultants

- 4.24. Departments should encourage consultants visiting Jersey to allow their travel and accommodation to be booked by the States using HRG. Where they prefer to book travel themselves, contracts should detail which expenses are claimable. Please refer to Financial Direction: Expenditure (currently 5.1).

Car hire

- 4.25. Car hire can be booked through HRG where the approver considers that this represents the lowest cost option. Further guidance is given in section 5.8.

5. Guidance

Insurance

- 5.1. All employees undertaking a business journey outside Jersey will automatically be covered in the vast majority of cases under the States of Jersey travel insurance policy. However, there are instances where additional insurance arrangements may be necessary, e.g. where an officer intends to travel to an 'Area of Unrest' (Any Country or area within a Country which the Foreign and Commonwealth Office is advising against all travel to such Country or Area) or is required to carry an unusually large amount of physical cash. Officers should seek appropriate advice where in doubt and ensure they are adequately insured. Details are available on the MyStates insurance site <https://soj/DocsForms/Policies/Pages/Insurance-policies.aspx>.
- 5.2. The States of Jersey travel insurance arrangements cover car hire within the United Kingdom, Channel Islands and the Isle of Man. Where the States preferred hire car company (i.e. Enterprise Rent-A-Car) is not used, users should refer to the UK hire car vehicle summary (on the insurance web site) before making a booking to ensure that the requirements when booking car hire with an alternative provider are met. Where a car is hired in a location not covered by the corporate policy, the complete package (i.e. including insurance) offered by the car hire company should be taken.
- 5.3. Travellers who are not employees or acting as employees are not covered by the States Travel Insurance policy. Those not covered include visiting experts and advisers, interview candidates travelling to/from Jersey, clients or relatives of clients whose travel has been paid for by States Departments as part of service delivery. Departments are responsible for clarifying what the arrangements are for groups and individuals not covered by the States standard travel insurance prior to paying for or arranging their travel.

Third party hospitality

- 5.4. The standards to be followed in relation to the acceptance of third party hospitality including travel, accommodation and meals for States staff are set out in the States HR Code of Conduct. For officers, all instances must be recorded in departmental gift and hospitality registers.

Taxis

- 5.5. Taxis may be used if this is the best value for money form of transport (e.g. two or three officers travel together) or if there are other good reasons for doing so, such as:
- *Speed* - e.g. the officer is running late for a meeting or flight;
 - *Practicality* - e.g. the destination is situated a long way from any public transport, the officer is travelling with large amounts of luggage or equipment, this is the only means of transport in the event of a transport strike; and
 - *Safety* - e.g. travelling outside of commuting hours or in an unknown area to ensure personal safety.
 - *Medical reasons* – e.g. disability.

The claim should specify the reason a taxi was used.

- 5.6. Officers may travel by taxi where the conditions above are not met but they must fund the cost themselves.
- 5.7. Taxi fares may be claimed in Jersey but only if one or more of the above conditions is met and no other means of travel are practical e.g. bus, walking, pool car or lift with a colleague.

Car hire

- 5.8. Car hire is only acceptable in appropriate circumstances, for example if there are several officers travelling together, or it will save money compared to taking a taxi, or if the destination is not near to public transport facilities. The States has a preferred hire car company (Enterprise Rent-A-Car) for UK car hire.

Subsistence and other expenses

- 5.9. As a general rule, expenses while travelling should not be claimed if they would not be claimable for a normal business day in Jersey. If additional expense is unavoidably incurred, details of permitted subsistence allowances are as follows:
- If breakfast is included in the hotel room rate but not taken the cost of an additional breakfast may not be claimed. Where breakfast is not included in the room rate officers may claim up to £10 for breakfast per day.
 - Officers may claim for lunch and/or dinner, up to a maximum value of £30 (combined) (inclusive of VAT/GST) per day. Pre-approval must be obtained for meals. Where possible they should be booked as part of the accommodation package.

- Alcohol is not permitted when claiming subsistence unless approval has been received from the budget holder or accounting officer (or delegate). Approval should be sought at pre-authorisation stage wherever possible.
- 5.10. Tips, gratuities and service charges may only be claimed where these are non-discretionary and added to receipted bills.
 - 5.11. Reasonable personal telephone calls home (up to a maximum charge of £5 per day) are permitted and any calls required by the officer's own department may also be reclaimed. Wherever possible, departmental mobile phones should be used rather than hotel room telephones.
 - 5.12. Reasonable costs incurred for an officer on States of Jersey business to return to Jersey in the event of an emergency will be met in full.
 - 5.13. The following expenses are NOT normally reimbursable:
 - Personal articles - e.g. toiletries, magazines, newspapers
 - Office supplies
 - Barber/hairstylist
 - Traffic and parking fines
 - Hotel movies, games and other discretionary charges
 - Laundry and dry cleaning
 - Additional travel insurance coverage
 - Claims for room service (above the allowance of £30 for lunch and/or dinner)
 - Alcohol

However, in appropriate circumstances officers may submit claims for the above subject to approval from the budget holder or accounting officer (or delegate). Approval should be sought at pre-authorisation stage wherever possible. For example, claims for room service may be permitted where a member of staff is travelling alone. In certain circumstances (e.g. lost luggage), retrospective claims may be submitted for approval.

Authorisation

- 5.14. The following are the minimum requirements for pre-authorisation:
 - Booker name
 - Traveller name, job title and department
 - Number of travellers
 - Final destination
 - Reason for travel
 - Alternatives considered to travel
 - Non-standard factors requiring accounting officer or delegate authorisation:
 - Non-economy travel
 - Flight longer than six hours (excluding Jersey-UK leg)



- Extended stay for leisure
- Flexible ticket
- Staying with friends or family
- Subsistence allowances exceed the maximum amount normally claimable
- Start date
- End date
- Business unit
- Estimated costs
 - Travel
 - Accommodation
 - Subsistence
 - Other
- Budget holder detail
- Other authoriser detail

The online form is available at <https://soj/HowTo/HowToBuyGoodsServices/Pages/Travel.aspx>.

Recording travel expenditure in JDE

5.15. A Sub Group of the Financial Management and Reporting Group has agreed a solution for coding travel across the organisation.

CODING

Object Accounts (4 Object accounts distinguishing the type of travel)

- 641101 – Travel – Air
- 642100 – Travel – Hotel
- 641120 – Taxi Fares
- 641100 – Other Travel

- All of these are existing object accounts but they will need to be added to all business units currently or expected to be used for travel via the CoA change form.
- Other Travel will capture all other types of travel e.g. Ferry, Rail etc
- Health – Patient travel will continue to use the existing object account.
- Any other travel codes within scope should be made inactive.

Subsidiaries (3 Corporate Subsidiaries and facility to use subsidiaries for departmental purposes)

- TME – Ministerial Expenses
- TCO – Chief Officer
- TTR – Training

TCT – Management Consultants (Travel by consultants should be coded to a Travel object account but using this subsidiary)

- These are new subsidiaries. They should only be added to Object Accounts where they are required to be used to save administration.

Subledger (for trip I.D.)

T.123456

- To be used for the unique trip I.D. generated by the new e-form.
- Compulsory entry field for all of the travel object accounts and subsidiary combinations above.
- HRG transactions will populate the Subledger field with the T.xxxxxx .
- If a subledger is missed off the HRG interface file it will be defaulted to X. to allow posting subject to review by the department (see below)
- All other entries for transactions outside of HRG will require this field to be entered manually.
- Exception for Law Officers Department and Community and Constitutional Affairs who will continue to use the subledger to record the case I.D. This can also be entered via HRG or manually.
- Exception reporting will be run each month to identify where travel codes have been used without a valid trip I.D. As this is a compulsory entry field, there should be no blanks but may be X. or other invalid entries that should be corrected.
- Subsistence costs (Object account 640200) directly associated with a trip should also include the T.123456 unique trip I.D. in the subledger field to capture them for reporting purposes.

OTHER CONSIDERATIONS

Conference and Course Fees

- Where it is possible to identify the travel element of the costs associated with attending a conference or course it should be coded to the relevant travel codes above and have a trip I.D. included in the subledger field.
- Any reporting of travel costs will be caveated to acknowledge that the reported figures will exclude any travel costs included in conference, course and training packages where it is not possible to identify them separately. In reality this is likely to be restricted to hotel costs.

Non-economy flights

- 5.16. Circumstances in which an accounting officer may consider approving non-economy travel include:
- If an officer is travelling with a Minister or elected Member who is travelling non-economy.
 - If an officer would otherwise suffer physical discomfort.



- If the work commitment commences immediately on arrival.
- If non-trivial preparation is needed during the flight where it would not be achievable in economy class.